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THE WILDERNESS AND CULTURAL VALUES: A SYMPOSIUM

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Report No. 7

USDA FOREST SERVICE
Southwestern Region
August 1975

NOTE

The papers in this volume were presented at a symposium before the Society for American Archaeology, May 9, 1975, in Dallas, Texas. We extend our thanks not only to the symposium participants whose papers appear in this volume, but also to Dr. Steven LeBlanc, UCLA, and Mr. Roy S. Verner, Ranger, Monticello Ranger District, U. S. Forest Service, for serving as discussants.

Not all of the participants are in agreement on the various issues involving the management of cultural resources in the Wilderness, nor was it intended that they should be. Rather, our hope in holding the symposium and in publishing the papers has been to foster a dialogue between land managers and archeologists which we hope will eventually result in a clearer understanding of management direction for cultural values within Wildernesses.

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archeologists based, hopefully, on the accumulation of archeological information under objective number one. If we follow Lipe's (1974) conservation model and argue that some sites should be banked, then Wilderness seems to provide a good mechanism to do so. Dr. Lipe will explore this more fully in his paper. Exploitation by pothunters does occur in Wildernesses, but it must be done without benefit of mechanized transportation which, hopefully, decreases the efficiency of operation and the amount of destruction, thus preserving more archeology for the future. Banking archeological sites in Wildernesses runs the risk that they will never be available for excavation, or at least not available until current Wilderness legislation is changed sufficiently to permit excavation. I find it difficult to predict whether, in say, 100 or 200 years, it will be possible to dig in a Wilderness or even, for that matter, whether Wilderness will exist. At any rate, some thought obviously needs to be given to the future of the data base if the conservation model is the one we favor.

If, as archeologists, we choose to continue with the exploitation of the resources on candidate land areas, using excavation techniques, then obviously a Wilderness classification is not what is wanted. Perhaps the best approach is not to adopt an overriding philosophy of conserve versus exploit, but to judge each candidate area in terms of its own archeological potential and its relationships to what is known archeologically about surrounding areas. I can foresee that some candidate areas might be adjacent to archeologically well known areas with sufficient site reserves outside the candidate area to argue for putting it in a bank. Some candidate areas are simply additions to existing Wildernesses which may already have many sites in the bank. Others may be in completely unknown archeological areas which may or may not be critical to the present stage of research.

Whatever the situation and archeological resource base of a candidate area, it is obvious that archeologists need to take a regional overview of the problem and make sound assessments of the research needs in an area before making recommendations. The decision about which candidate areas will become Wilderness will not, of course, be made by archeologists. It will be made by Congress; but, unless we begin getting our input into the studies presently being conducted of the candidate areas, we have no hope of influencing the decision. Lest some suppose that

THE WILDERNESS AND CULTURAL VALUES: INTRODUCTION

By Dee F. Green

In 1973, the Forest Service published a list of 274 areas Nationwide containing some 12,289,000 acres which are under study for possible inclusion in the National Wilderness Preservation System. Many of these are known to contain important cultural resources. As these areas are studied over the next several years and recommendations as to their classification made, it is important for archeologists to provide input in order to meet two objectives:

1. Collect basic data about cultural values in the study areas, and
2. Make their recommendations known regarding whether an area should or should not be included under the Wilderness classification.

The accomplishment of the first objective listed above will necessitate the implementation of sampling designs since it is doubtful that funds will be available for looking at 100 percent of the 12 million plus acres. The sampling should be designed using the very best statistical strategies available so that comparability of data is insured along with maximum statistical reliability and known confidence levels. Studies by Plog (1972), Mueller (1974), Donaldson (1975), and especially DeBloois (1975) will be important in helping us select proper sampling strategies. Our ingenuity will also be taxed in the extraction of as much information as possible from surface sampling since excavation is not permitted under current interpretation of the Wilderness Act (see Worf's paper, this volume) and candidate areas are to be managed as Wilderness until their final status has been determined. This means that Ruppe's (1966) arguments for the archeological survey are more cogent than ever. The stimulus provided by SARG (Gumerman, 1971) for innovation in surface survey strategies **needs** to be continued in the Southwest and expanded to other areas of the Nation.

Meeting objective two, that of deciding whether, as archeologists, we should recommend a candidate area to be classified as Wilderness, will require considerable thought and discussion among

the decisions have already been made or that archeology cannot influence the decisions, I hasten to assure you that such is not the case. The cultural resource can influence the decision on a candidate area, and sound archeological reasoning based on good data can be heard, but only if archeologists are willing to provide such reasoning.

In organizing and publishing the results of this symposium, it has been my goal to present a variety of opinions on the issue of cultural values in the Wilderness in order to promote dialogue between the archeological community and the Wilderness land managers with the hope that a few archeologists, at least, will be willing to expend some effort on behalf of our cultural resources in Wilderness candidate areas.

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HISTORIC PRESERVATION IN THE WILDERNESS

By Jon Nathan Young

In order to be certain that our discussion of Wilderness cultural resources is built upon a common foundation, I want to begin by briefly mentioning several aspects of Federal historic preservation policy. The Government has been formally committed to historic preservation for many years. Commencing at least as early as the passage of the Antiquities Act of 1906, this concern has been publicly reaffirmed numerous times during the intervening years. Its most recent expression is the 93d Congress' Archeological and Historic Data Preservation Act of 1974.

Cultural resources include archeological, architectural, and historic objects, structures, sites, and districts. The preservation and conservation of cultural resources is a subject which, in the past, has not always been carefully considered by project planners and land managers. Recently, several legislative and executive documents have made it absolutely mandatory that Federal agency actions be preceded by a thorough consideration of the effect they will have upon the cultural environment. Of primary importance in this regard is Executive Order 11593.

Signed by the President in May 1971, the Executive Order enjoins a number of things, three of which are of particular relevance to our subject. Every Executive Branch agency, bureau, and office must:

1. Inventory the cultural resources for which it is responsible,
2. Nominate all eligible properties under its jurisdiction to the National Register of Historic Places, and
3. Preserve and protect those cultural resources for which it is trustee.

How about the Wilderness: do these mandates obtain there also? Of course they do! Are Wildernesses and historic preservation incompatible? They certainly are not! Doesn't the Wilderness Act serve to underscore the fact that wilderness values take

precedence over cultural? The answer is: no, especially in view of subsequent legislative and executive documents. The Wilderness Act does not exist in a vacuum. It became law in 1964; but, in 1966, the Historic Preservation Act also became law. In 1970, the National Environmental Policy Act became law. And in 1971, Executive Order 11593, for all intents and purposes, became law. Each of these laws is important and applicable.

To suggest, as some have done, that significant historic and pre-historic structures be consigned to disintegration through benevolent neglect, simply because those structures are located within the boundaries of a Wilderness, is patently ridiculous. Furthermore, such action or inaction is illegal and invites Federal court injunction for noncompliance with Sections 1(2) and 2(b) of Executive Order 11593. Wilderness and cultural resources are not antithetical or mutually exclusive. We do them, us, and our professions a grave disservice when we perpetuate the myth that they are.

THE WILDERNESS SYSTEM AND ARCHEOLOGICAL CONSERVATION

By William D. Lipe

I. Introduction

In this paper, I shall examine the interrelationships of the objectives of our National Wilderness Preservation System on the one hand, and the goals of archeological conservation on the other. Archeological resources are, of course, limited and nonrenewable. They must be conserved and managed for maximum longevity if the field of archeology is to continue to evolve so that research can provide an increasingly successful understanding of past cultures, and if the public is to receive the benefits of this research through books, films, museum exhibits, and the interpretation of the sites themselves. (More detailed discussion of archeological conservation is found, for example, in Lipe 1974 and Thompson 1974.) The principal question addressed here, then, is what are the prospects and problems for archeological resource conservation posed by the inclusion of these resources in Wildernesses.

I assume that the "wilderness system" includes not only lands officially designated as Wilderness under the Wilderness Act of 1964, but lands designated as Primitive Areas by the Bureau of Land Management. The Primitive Area classification is modeled after the Wilderness Area. The BLM manual states (section 6221.06):

B. Wilderness Act of 1964. BLM primitive areas will be managed to maintain the same quality as lands included in the National Wilderness Preservation System.

There are also, of course, other public lands which are managed to preserve at least some wilderness values, and many areas which are de facto wilderness. Many of my remarks can apply equally well to such lands, but I shall not refer to them as being part of the Wilderness System.

My personal involvement with archeological resources in a wilderness setting covers much of my research career in the Southwest. From 1958 through 1961, I worked with the University of Utah's

archeological salvage project in the Glen Canyon area, much of the time in de facto wilderness. Most of these areas are currently under study by the National Park Service for formal Wilderness status. I have also spent six field seasons since 1967 doing research in the Cedar Mesa-Grand Gulch area of southeastern Utah, a substantial part of which has been designated the Grand Gulch Primitive Area by the Monticello District of the Bureau of Land Management.* The BLM now has a ranger team operating in this area and is developing a management plan. I have been an advisor to this program since its inception, and will draw a number of examples from this experience later in the paper, particularly in the section on visitor management in relation to archeological conservation.

II. Wilderness System Objectives and Archeology

As I interpret the Wilderness Act and the BLM Primitive Area regulations, our system of designated Wilderness has three principal objectives, each of which can be viewed in relation to the conservation and management of archeological values.

The first of these objectives is the preservation of natural landscapes and ecosystems in a state relatively free of man's (at least modern man's) influence. Both the Wilderness Act (Section 2(c)) and the BLM Primitive Area regulations (Section 6621.11) state that the areas so preserved may contain

. . . ecological, geological, or other features of scientific, educational, scenic, or historical value.

The inclusion of archeological resources in Wildernesses is, therefore, clearly permitted. To my mind, the fact that this language appears in the "criteria" sections of both the Wilderness Act and the Primitive Area regulations suggests that the presence of such values may improve the chances for a piece of land to be designated a Wilderness or Primitive Area, provided the other conditions are met. Certainly in the decision to establish the Grand Gulch Primitive Area, a very important factor was the desire to protect the many well preserved cliff ruins and pictographs found there.

*This research was supported by the National Science Foundation, the National Geographic Society, the State University of New York Research Foundation, and the Museum of Northern Arizona.

The next question is "preservation for what purpose?," and that leads us to the remaining objectives.

The second objective, as I see it, is study or research. In addition to the criteria quoted above, various passages of the Wilderness Act and the Primitive Area regulations speak to this objective, and I quote them (the underlining is mine):

. . . For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas," and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness (Section 2(a), Wilderness Act)

. . . Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use. (Section 4(b), Wilderness Act)

Nothing in this Act shall prevent within National Forest wilderness areas any activity, including prospecting, for the purpose of gathering information about mineral or other resources, if such activity is carried on in a manner compatible with the preservation of the wilderness environment. . . . (Section 4(d)(2), Wilderness Act)

The BLM Primitive Area regulations are not quite as explicit as the Wilderness Act; but, in addition to the passage already cited, they provide that such areas

. . . are established to preserve, protect, and enhance areas of scenic splendor, natural wonder, scientific interest, and other natural values for the enjoyment and use of present and future generations. (BLM Manual 6621.06)

Further, one of the objectives of the Primitive Area program is to

Preserve natural ecosystems as a standard against which the effects of civilization can be measured.
(BLM Manual 6221.02)

To me, such measurement implies research.

My conclusion, then, is that study and research are not only permitted in Wildernesses, but are encouraged as one of the objectives of the Wilderness System. One purpose of such study and research is clearly to provide information that will ultimately enhance the public's "use and enjoyment" of Wildernesses. Archeological sites in the Wildernesses are not going to be developed and interpreted a la Park Service with signs and conducted tours. Except in a limited way, they are not going to "speak" to the uninitiated visitor. The visitor is going to have to learn something about the archeology of the area from books, or exhibits elsewhere, or from a contact with a ranger or other agency staff person in order to be able to understand and interpret the unexcavated sites he or she will observe. This information that will help the visitor "use and enjoy" ultimately comes from research. Furthermore, the BLM regulations state, and to me the Wilderness Act implies, that Wildernesses are to serve as a standard so that we may compare our changing civilization and its effects to an earlier, more primitive, more "natural" state. On both counts, archeological research would appear to be approved and, in fact, encouraged.

This leads us to the final objective of the Wilderness System, which is public use and enjoyment. Bowman (1973) has analyzed wilderness values from the standpoint of the ordinary visitor. His studies are based on several years of interviews with visitors to Glacier National Park. According to him, the successful wilderness experience has three components. First, there is the sense that man's use of the area remains definitely subordinate to maintaining predominantly natural conditions. Bowman stresses that this does not necessarily mean ecological purity--introduced exotic species are accepted by the public so long as they do not detract from the predominance of nature over the man-made. Second, there is a quality of remoteness from civilization and ordinary life, both in space and in the types of

activity engaged in. Historical sites do not detract from the Wilderness so long as they do not disturb this sense of remoteness from the ordinary contemporary life style of the visitor. Third, as a result of the first two components, there is created in the Wilderness user a sense of self-reliance. The visitor thus plays an active rather than a passive role in the recreational and educational aspects of the experience.

The presence of archeological resources in the Wilderness appears congruent with this model of "use and enjoyment." They help provide the visitor with a perspective on his or her ordinary life by showing how man used the area differently in the past.

How then do these objectives of wilderness preservation, study and research, and public use and enjoyment interrelate with our concerns for conservation and management of archeological resources. These topics will be considered in the following sections.

III. Wilderness Preservation and Archeological Conservation

The positive aspects of Wilderness preservation are fairly obvious. By limiting competing and potentially destructive uses such as roadbuilding, and by limiting easy public access, Wilderness status can definitely help preserve sites. The fact that people must walk or ride beasts of burden into Primitive Areas is especially important. In my experience, most archeological vandals do not go far from motorized vehicles. Screens, shovels, and looted artifacts are not only difficult to pack on one's back, they are more obvious and are exposed for a longer time than if they were in a car or pickup. Furthermore, a trip into a Wilderness generally requires much more time than does a trip into an area accessible by motor vehicles.

Wildernesses are also generally set up on some type of "natural region" basis, such as a canyon system or mountain range. To the extent that prehistoric settlement systems had similar regional bases, all or parts of them may be preserved. By settlement system, we mean the relationship of sites of human activity to one another, and to the resources provided by the physical and biological environment. Data on these types of relationship are of great interest in current research and promise

to add greatly to the public's understanding and appreciation of archeological resources. Data of this sort are, however, becoming increasingly hard to obtain because of man's alteration of the landscape. Wildernesses can provide havens from this type of disturbance.

A related value of Wilderness preservation is the fact that the natural setting is retained more or less as it was prior to modern man's intrusion. Obtaining data on the current physical and biological environment of sites is generally important for reconstruction of past environments and of prehistoric man's adaptive relationships to those environments. Of course, the prehistoric environments may not have been identical to those of today, even if the latter are "pristine," because of climate change or of prehistoric man's alteration of the environment. But, for techniques such as palynology, faunal analysis, study of macrofloral remains, etc., the archeologist and paleoenvironmental specialist generally are much better off if the present environment is relatively natural than if it is a plowed field, overgrazed pasture, or suburban housing development.

Negative aspects of Wilderness preservation include the remoteness of sites from frequent surveillance by either the general public or the staff of the land managing agency. Although many pothunters are not determined enough to invade Wildernesses, those who are may have a good chance of getting away undetected. Furthermore, protective fences and warning signs are not in keeping with preserving the character of the Wilderness. Visitors may also unintentionally damage sites; e.g., by climbing on walls, because they do not realize how fragile they are. In the Grand Gulch Primitive Area, the ranger team is using a number of techniques to circumvent some of these difficulties; these will be discussed later.

The problem of site stabilization is also a knotty one for the Wilderness area manager. What is to be done if a site is being eroded away by a stream? Should the site be salvaged, should it be stabilized by building an embankment in front of it, or should nature be allowed to take its course? The Forest Service and Bureau of Land Management seem to be taking different positions on this. In the Southwest, at least, the Forest Service seems to eschew any sort of excavation or stabilization in Wildernesses

as contrary to the Wilderness Act, while the BLM has already stabilized at least one site in the Grand Gulch Primitive Area. Since the Wilderness Act permits mining, hunting, telephone lines, reservoirs, motor boats, motor vehicles, grazing, etc., under certain conditions, the Forest Service position on stabilization seems extreme to me. I think, however, that any site stabilization that is done in Wildernesses should be as discreet and minimal as possible and should be dictated by specific needs of preserving the site. Reconstruction and "interpretive stabilization" of excavated sites, such as is often done in parks and monuments, would be inappropriate in Wildernesses. If a site is threatened and cannot be stabilized without obvious violation of the wilderness character of the area, then salvage may be a preferred alternative.

In general, the positive aspects of Wilderness preservation seem to outweigh the negative ones from the standpoint of archeological conservation. If this is so, and the establishment of Wildernesses having substantial archeological resources is desirable, how can this best be promoted by archeologists?

In the first place, archeologists must join forces with professionals from other disciplines and most probably with conservationists and other public groups if their efforts are to be successful. Wildernesses are not going to be established on the basis of a single value, such as geology or archeology. If archeologists are concerned about getting involved in politics by lobbying for a Wilderness, they should explicitly confine their activities to providing accurate information on the characteristics and importance of the archeological resources to all concerned parties.

In most cases, the lead agency for a Wilderness proposal will establish multi-disciplinary teams to study the area and will hold public hearings. Concerned archeologists should attempt to see that archeological expertise is represented at both levels.

In working toward the establishment of Wildernesses, archeologists should emphasize the importance of including total settlement systems and a variety of ecological settings. Too often, Wilderness selection seems to have been biased toward the extremely remote and the extremely rugged landscapes. Wilderness criteria do not, in fact, place these kinds of limits on selection.

In the Grand Gulch region, for example, one of the principal reasons for setting up the Primitive Area was to preserve archeological resources. Yet the boundaries were drawn to include primarily the canyons. Recent studies show, however, that the prehistoric settlement system included both mesa top and canyon environments, that most of the prehistoric people were probably on the mesa most of the time, and that despite their well preserved sites, the canyons were less densely settled than was the mesa top over most of the area (Lipe and Matson 1971, 1974, 1975). In my opinion, this Primitive Area should be enlarged so as to include more of the mesa top and hence more of the prehistoric settlement systems. Archeology may not be the only scientific field with a need for a regional approach and environmental variety; common cause can be made with other fields having similar needs; see, for example, Sullivan and Shaffer 1975.

IV. Wilderness Study and Research and Archeological Conservation

In the preceding section, I indicated that archeological resources preserved in a Wilderness setting often had special potential for research, because of the preservation of the settlement system and of associated ecological data. To the extent that archeological research, through collection and excavation, diminishes the resource, research archeologists, whether in a Wilderness or not, are constrained to use the resource conservatively. They should be able to justify their research problem as important and the target sites as important to it; they should collect and excavate so as to use the resource as economically as possible and leave data for later workers if feasible; and they should take special care with sites not threatened with destruction by means other than research.

Outside of these general conservation bounds, however, what constraints does the Wilderness setting itself impose on the archeological researcher? In at least some regions, the Forest Service apparently interprets the Wilderness Act to preclude excavation and testing. This is a severe constraint indeed. Yet the BLM, proceeding from a set of regulations modeled after the Wilderness Act, does not at this point, at least, place a blanket prohibition on excavation in Primitive Areas. To me, the Forest Service position, if I have represented it fairly, is unreasonable. The Wilderness Act clearly establishes study

and research as one of the objectives of the Wilderness System. And, as I pointed out with respect to stabilization, it allows a number of other intrusions on pristine wilderness that seem much more disruptive than does archeological excavation. And finally, research, including excavation, would seem to be essential to provide the public with the information it needs to get maximal enjoyment from the archeological remains encountered.

Assuming, therefore, that excavation as well as surface observations and collection are appropriate within Wildernesses, the question remains of what special constraints this situation may impose.

First, most of the sites preserved in a Wilderness are not threatened with disturbance, either by the forces of nature or the works of man. The archeologist will not be able to select sites for excavation or collection from among a set soon to be destroyed by means other than research. Should such sites be disturbed? I would say yes, if these sites provide the best data for justifiable research questions and if they can be economically used; i. e., if similar sites can be left unexcavated for the future or if the sites that are studied are only partially excavated. After all, the main purpose of conservation of archeological resources is so they can be used, albeit gradually, so they can yield information over a long period of time to an evolving and increasingly sophisticated research discipline.

Second, research must be conducted in such a way as not to intrude on the wilderness quality of the area. No motorized transport or equipment can be used; and camps, if they are within the Wilderness, must be primitive. Crews must be small; they must walk or ride animals to and from work; and they must use hand tools only. This means research will take more time, will take more labor, will have greater logistical complications, and hence will be more expensive than research conducted outside a Wilderness setting. It also requires recruitment of workers with the ability to master the logistic and living skills required for working in a Wilderness setting. In my experience, these constraints do not present particularly great problems. The problems increase, of course, with the size and duration of excavations. A related benefit, in my opinion, is the closer involvement with the environment that wilderness work generally entails. This subjective involvement

can be a source of insights and hypotheses about prehistoric environmental relationships; these can be tested in the usual way.

Third, even more care than usual must be taken in backfilling and restoring excavated or tested sites to as near as possible original condition. This may require consultation with environmental specialists on proper reseeding or other reclamation practices.

Finally, it will probably be necessary to leave some portion of the archeological resource forever unstudied. Sites that have never been studied can play an important role in the wilderness experience of visitors. They are a reminder that man has been only a brief intruder in the area. Unstudied sites can encourage the active participation of the visitor in interpreting the site because he or she is starting from the same point as the archeologist, who didn't "get there first."

V. Wilderness Use and Enjoyment and Archeological Conservation

As previously noted, Wilderness users may present some threat to sites, either because they intentionally commit acts of vandalism or because they inadvertently damage fragile sites by scrambling over them, camping on them, etc. Wilderness managers have the obligation to protect the sites, yet the visitors' wilderness experience will be damaged if not destroyed by constant surveillance or the fencing and signing of sites. The Wilderness user must experience a sense of remoteness from reminders of civilization such as land managers, and must be free to engage actively in exploration and discovery on his or her own, without being lectured to or receiving a packaged tour.

It seems to me that this second requirement of the wilderness experience provides a mechanism for getting a conservation message across to the visitor. The Wilderness user needs enough information about the features of the area being visited to be able to pose challenging questions and have some chance of coming up with satisfying answers. If the management team can provide this sort of information, they also have the opportunity to get across a conservation message as part of the informational package.

As an example, the ranger team in the Grand Gulch Primitive Area is attempting to do this through personal contacts with visitors to the area. They have a contact station at the point where one of the main trails into the area departs from a main access road. Prospective visitors who write to the BLM District Office in Monticello for information are encouraged to stop at the Ranger Station, and persons who are using this point of access to the Gulch are usually encountered by the rangers whether or not they have had previous communication with the BLM. In addition, patrols are conducted in which an attempt is made to contact some of the visitors who have not "checked in" at the Ranger Station. In visitor contacts, the rangers try to convey information about safety, water, campsites, and restrictions (e. g., no bathing in main drinking water sources), and to answer questions about natural history and archeology. They also discuss the fragility of the sites, the need to protect them, and the legal basis for doing so. There is an attempt to cover certain points, but not to provide a "canned" lecture. Visitors are offered an information flyer which covers essentially the same points and has a general map of the area showing locations of favored camping spots and water sources.

In my opinion, this educational approach, while good as it stands, could be furthered by making more detailed printed information available, in the form of better maps and a trail guide. The latter would provide more detailed background information, plus specific information on selected sites of archeological and natural historical interest. Safety and conservation messages could be presented as well. This type of material would provide the visitor with more information than could the brief personal contact (which would, of course, not be superseded), and would provide it in a form that could be consulted, absorbed, and used in the exploration and discovery process while the visitor was actually in the Wilderness.

Wilderness is often used by commercial packers and hiking tour leaders who take groups into the area. It is essential that Wilderness managers make contact with such persons and enlist their cooperation in archeological conservation. In an area which contains well preserved archeological remains, such as Grand Gulch, commercial guides will generally already have an interest in preserving the sites because they are features of their own interpretive program. Commercial guides must also

generally obtain permits from the land managing agency, and this provides an opportunity for the agency staff to seek cooperation in getting conservation information across to the public. In the Grand Gulch Primitive Area, the principal commercial packer has shown great interest in archeological conservation, as well as in obtaining more information on the sites so as to make his tour presentations more effective.

In addition to informational exchanges with the visiting public, some type of patrolling is necessary to establish a management presence in the area. Visitors will then know that there is some chance they will encounter management personnel while in the area. The trick is to establish this "presence" without becoming "big brother" and destroying the feeling of remoteness and self-reliance sought by the visitor. In the Grand Gulch Primitive Area, the ranger team conducts horseback patrols through the Gulch (over an approximately 50-mile course) on the average of once a week during the busier months of the year (March through October), but not always on the same days or from the same starting points. In addition, foot and horseback patrols are conducted in other parts of the area on a random basis, or in order to meet parties known to be in the area but which have not made contact with the rangers. Pickup patrols are also run every few days on the various access roads to the Primitive Area; and, if parked vehicles are encountered, a note is left asking the party to stop by the Ranger Station and report on their hike and if they need information or assistance. In some cases, the rangers will go into the Primitive Area in order to contact such a party directly. A helicopter patrol of the boundaries of the Primitive Area has been conducted regularly this spring in order to spot parked vehicles. This is part of a helicopter patrol of a much larger area. The rangers report that the reactions to contacts made while on patrol have generally been favorable, but there have been some negative reactions, particularly to overflights by the helicopter. Guidelines on use of the helicopter are still being developed, and the entire patrol program can still be said to be in an experimental stage.

In my opinion, patrol of some type is essential, but contacts must be made very informally and subtly so as not to dash the wilderness experience which the visitor is seeking. Extreme caution must be used in motorized patrols, especially with the

helicopter. Overflights of the Primitive Area are not now being made, nor should they be. In my opinion, whether or not they are actually in the Primitive Area, hikers should not be "landed on" except in emergency, and only vehicles on main access roads should be contacted in this way. In all cases, I think the boundary patrol problem would be eased if the area could be expanded. Currently, it is very long and narrow, and is confined primarily to Grand Gulch, some of its tributaries, and the immediately surrounding rim areas. I have already argued that on archeological grounds, the area should be enlarged. From the standpoint of effective people management, enlargement would help, too. In many places now, the heart of the Primitive Area is less than a mile from the boundary on either side. With an enlarged area, visitors could get farther away from the edges and, hence, be more remote; vehicular patrol of the boundaries would be less disruptive; and more visitors might be inclined to use the main trail which starts at the Ranger Station rather than look for short cuts into the canyon.

In addition to "soft-sell" education and patrols, there is a third possibility for archeological conservation. This is naturalistic site modification to control visitor access. In the dry shelters of Grand Gulch, one of the principal impacts of visitor use is the erosion of trails in the dry soil. In some cases, these are undermining walls or destroying midden deposits. Careful placement of boulders or dead logs might subtly direct visitor traffic away from the more easily damaged spots without it being obvious that the site had been modified for this purpose.

Wildernesses with fragile archeological resources may ultimately have to have limitations on access to preserve these features. Grand Gulch, for example, has currently less than 1,000 visitors a year in an area over 70 miles long, but some of the sites are clearly showing wear and tear. It may be that eventually only a certain number of persons per day will be permitted to enter the area, or that parties will be requested not to enter certain ruins. There already are restrictions on the size of hiking and horseback parties.

VI. Conclusions

The establishment of Wildernesses having significant archeological content can be an important tool in the archeological conservation

movement. Such Wildernesses offer unique potential for preservation, research, and public enjoyment of archeological resources.

As with other avenues of archeological conservation, the ultimate objective of conservation is use. Research, including excavation, must be permitted in Wildernesses to satisfy one of the main objectives of the Wilderness System and to provide information needed by the visiting public to attain maximum enjoyment and appreciation of such areas. Research, however, must be conducted with maximum economy and respect for the other requirements of Wilderness management, and there may be some segment of the archeological research base in Wilderness that should remain forever untouched.

Because of remoteness and visitor's need to be isolated, there are special conservation problems associated with visitor enjoyment of archeological resources in Wildernesses. The active engagement of the Wilderness visitor in the interpretation and conservation process holds promise, however, for especially interesting forms of interaction between research producers (archeologists) and research consumers (land managers and the public).

From a conservation standpoint, the advantages of expanding the Wilderness System to include more areas of substantial archeological resources, and the development of archeological management programs in such areas, far outweigh the associated disadvantages and problems. Archeologists must work with professionals from other disciplines and with public groups including conservationists in order to obtain Wilderness System protection for more areas of archeological interest. They must also work with public land managers to develop effective archeological conservation programs for Wildernesses.

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CULTURAL VALUES IN THE WILDERNESS:
THE WILDERNESS PERSPECTIVE

By William A. Worf

The Wilderness Act of 1964 was probably one of the most significant and hotly debated pieces of conservation legislation ever enacted by our Congress. It established the nucleus of our National Wilderness Preservation System and provided direction and guidance for rounding out the system.

As we have proceeded to study areas to determine their suitability or nonsuitability for inclusion in the system, the presence of historical and archeological resources has been a frequent factor. Archeological, paleontological, and historical sites and values exist in many of the Wildernesses already in the system. The cultural values in potential or existing Wildernesses must be considered as valuable nonrenewable resources. Consideration of their management must be a part of the decision to recommend inclusion of an area into the system and development of the management plan for units already established. I'm pleased, therefore, to see your society exploring the relationship of the wilderness resource to the other cultural resources.

As a basis for our discussion today, it is important that we briefly review just what is this thing called the National Wilderness Preservation System.

Most of you probably know the Forest Service pioneered the Wilderness concept in 1924 with the establishment of a large part of what is now the Gila Wilderness in New Mexico. By the time the Wilderness Act passed in 1964, about 8 percent of the National Forest System was being managed for wilderness purposes.

What was the basic reason for establishing a Wilderness System? The legislative history of the Act makes it clear that the objective was much more than just setting aside places to ride, hike, hunt, fish, or camp. Congress recognized that the basic character of the American people grew out of the Wilderness. Our forefathers fought and conquered it and in that process developed strong characteristics. Those of us who favored the Wilderness Act

felt that some of this heritage should be maintained so this and future generations can continue to receive the benefits of continuing opportunity for a contact with Wilderness.

The Wilderness Act provides that units of the system shall be devoted to recreational, scenic, scientific, education, conservation, and historical uses; but this really doesn't go very far toward explaining the basic reason for establishing Wildernesses. All of these activities can be achieved in other kinds of areas--so why Wilderness? Wildernesses' unique values can be divided into three broad categories: physical, mental, and aesthetic.

Physical values are much more than the exercise and fresh air obtained from hiking, riding, or doing other recreational activities in Wilderness. These same values can be had in almost any rural setting. Wilderness must, therefore, provide something more. In Wilderness, the visitor must have the opportunity to test himself against nature without the aid of mechanized equipment or facilities which have been placed there ahead of him by someone else. This will teach him personal independence and the ability to care for himself by carrying his own burdens, providing his own fuel, preparing his own food, furnishing his own shelter, and selecting his own camp.

Bob Marshall put it this way:

More than mere heartiness is the character of physical independence which can be nurtured only away from the coddling of civilization. In a true Wilderness if a person is not qualified to satisfy all the requirements of existence, then he is bound to perish. As long as we prize individuality and competence, it is imperative to provide the opportunity for complete self-sufficiency. This is inconceivable under the effete superstructure of urbanity; it demands the harsh environment of untrammelled expanses.

The mental values are many and varied. A few of the more important are: opportunities for independent thinking unhampered by distracting influences of civilization; the scientific and educational value of having areas where natural ecological processes are allowed to operate unfettered by man; opportunities to escape from

the pressures of modern civilization; and the perpetuation of pioneer skills. Aldo Leopold, who pioneered in Wilderness designation said:

The day is almost upon us when a pack train must wind its way up a graveled highway and turn out its bell mare in the pasture of a summer hotel. When that day comes the pack train will be dead. The diamond hitch will be merely a rope, and Kit Carson and Jim Bridger will be names in a history lesson.

Wilderness will keep the diamond hitch alive; it will also keep alive the crosscut saw, double-bitted axe, and basic woodsman skills, because they will be necessary to use Wilderness.

There are indirect mental values sometimes identified as "vicarious values." Some people value Wilderness because their enjoyment of non-wilderness outdoor experiences are conditioned and enhanced by knowledge that Wilderness exists.

In nearly all of mankind, there is a powerful desire for adventure; but, with the many and increasing amenities, the opportunities for adventure are few. Wilderness can provide this opportunity; but to do so, it must remain harsh. The visitor must be challenged, and he must actually face some peril--the peril of getting lost, the peril of a dangerous mountain trail, the peril of meeting a grizzly face-to-face, or the peril of fording a raging storm-swollen stream. Bertrand Russell once said, "Many men would cease to desire war if they had opportunities to risk their lives in alpine climbing."

The aesthetic values of Wilderness also needs discussion. Many of our Wildernesses contain spectacular mountain peaks, beautiful streams, and green, flower-sprinkled meadows; but these are not the unique qualities of Wilderness beauty. These qualities are found in many places accessible by roads where no Wilderness exists. The uniqueness of Wilderness beauty lies in the fact that it is in a constant state of natural flux--ever changing, uncontrolled by man. This is amplified by the vastness of Wilderness. Bob Marshall said:

Anyone who has stood upon a lofty summit and gazed over an inchoate tangle of deep canyons and cragged

mountains, of sunlit lakelets and black expanses of forest, has become aware of a certain giddy sensation that there are no distances, no measures simply unrelated matter rising and falling without any analogy to the banal geometry of breadth, thickness and height.

We've discussed the values of Wilderness, the reasons for having a Wilderness System, now what kind of direction did Congress give for protecting these values?

The Wilderness Act is seven pages long; however, much of the language deals with the procedures for establishing Wilderness and the discussions of exceptions to the general provisions of the Wilderness Act. Here today, I want to concentrate on some key sections or words and phrases within sections, which I believe outline our mutual responsibilities--yours as users and ours as administrators.

The objective of the Act was set forth in the first sentence in section 2(a). It is:

. . . to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States. . . .

In that same section, Congress set forth the policy it would follow in order to meet this objective:

. . . it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness (emphasis added)

You will note that in this policy statement, Congress has identified Wilderness as a distinct and unique resource of the land.

In addition to setting forth the policy and the objectives, the Act establishes our management direction in section 2(a).

Wildernesses:

Shall be administered for the use and enjoyment of the American people in such manner as will leave

them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness. . . . (emphasis added)

Congress set forth additional management direction in section 4(b) where it said that administering agencies:

. . . shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. . . . (emphasis added)

The policy and the management direction I have quoted refer to the wilderness resource, the wilderness character of the area, etc. What is this wilderness resource? Perhaps one of the best ways of approaching the answer to this question is to explore some of the things that it is not. Wilderness is not necessarily high mountains, highly scenic country, good hunting, good fishing, geologically or ecologically unique, or historically significant. The Wilderness Act does not say that a Wilderness is a recreation area or a wildlife sanctuary. Congress recognized that the word "wilderness" means different things to different people; so, in order to provide a firm foundation for the system, it defined the wilderness resource in section 2(c) of the Act. Following are key words from that section:

. . . where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. . . .

. . . land retaining its primeval character and influence, without permanent improvements or human habitation,. . . generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable. . . outstanding opportunities for solitude or a primitive and unconfined type of recreation. . . .

That section pointed out that these lands may also have:

. . . ecological, geological, or other features of scientific, educational, scenic, or historical values. . . .

To maintain the enduring wilderness resource defined by the Wilderness Act, Congress established certain prohibitions. It stated that there shall be no commercial enterprise, permanent road, temporary road, structures, or installations and no use of motor vehicles, motorized equipment, motor boats, aircraft, or mechanical transport within any Wilderness. It would have been very clear if Congress had left these prohibitions specific and absolute; however, it complicated our administration by providing exceptions. These exceptions include: existing private rights, administrative activities, emergencies involving people within the area, fire control activities, insect and disease control, mining, water facilities (when approved by the President), grazing of domestic livestock, access to surrounded private land, access to valid claims and occupancies, commercial operations by outfitters and guides, and the continued use of motor boats and aircraft where this use had already been established. There are no other exceptions in the Act.

The administrative exception has caused considerable discussion. Let us examine it more closely. It reads as follows:

. . . except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act. . . . (emphasis added)

Some administrators, miners, outfitters, livestock operators, water users, and yes even a few archeologists have wanted to read this exception as follows:

Except for the administration of the area.

It is very important, however, to recognize that Congress added some very significant and restrictive modifiers; and perhaps the most significant of these were the words "for the purposes of this Act." These words alone rule out administrative use of nonconforming equipment or structures for water management, wildlife management, archeological salvage or interpretation, etc.

It seems to me that the writings of such early advocates for Wilderness as Aldo Leopold and Bob Marshall, the testimony given during 8 years of debate on the Act, and the provisions of the Act itself make it clear that the fundamental purposes for the Wilderness System are to provide some places (1) where natural processes are allowed to operate freely without control or direction by man, (2) where the evidence of modern man's activities remain substantially unnoticeable, and (3) where man must travel and work without the aid of facilities or motorized equipment. Congress recognized that these ideas could not be fully reached. For that reason, it included some qualification on pure Wilderness in the definition in section 2(c)(1) of the Act and provided the specific exceptions to generally prohibit activities that I've just referred to.

In spite of these qualifications and exceptions, there is no doubt that Congress intended the wilderness resource to take priority over other values in the resolving of conflicts to the fullest extent possible. Some resource values may actually be sacrificed in order to maintain the wilderness resource.

Nature is amoral, and in Wilderness we allow it to be itself. There are no good or bad species or changes in Wilderness. Elk may diminish and pine squirrels may increase as a result of natural processes; if so, in Wilderness, we watch it happen, and hunting will suffer. Another time or place, elk numbers may boom and the hunter will benefit. Wilderness use, whether recreational or scientific, takes the Wilderness as it is. Experiencing, contemplating, studying the uncontrolled ecosystem, and facing the challenge and adventure of traveling and living without mechanized aids, with a liberal dose of solitude and with only what you can take with you, is the "wilderness experience." There will often be better places than Wildernesses to catch fish or see elk, where management direction is to maintain these opportunities. There is no intent to make Wildernesses unappealing. For the Wilderness user, letting nature operate freely is really the way to make Wilderness as appealing as possible.

The historical and archeological resources take the same relative position with regard to the wilderness resources as do the elk. To the extent that study of these resources can be done consistent with the concept of Wilderness, these resources are available for study.

This will normally preclude excavation, restoration, perpetuation, or interpretive activities. Above-ground evidences of such resources will be subject to the natural processes.

Cultural values must be carefully evaluated as part of the study process leading to a decision as to the suitability or unsuitability of any land for inclusion in the National Wilderness Preservation System. If the interpretation, protection, or use of these resources will require actions contrary to the protection of wilderness values, they should not be placed in the Wilderness System. Once included in the system, wilderness resource protection takes precedent over other values.

CULTURAL VALUES IN THE WILDERNESS: THE HISTORICAL PERSPECTIVE

By James E. Ayres

As of December 31, 1974, according to the publication The Living Wilderness (1975a:35-47), there were 125 Wildernesses in the United States, including 85 under the jurisdiction of the U. S. Forest Service, 36 under the Fish and Wildlife Service (now the Bureau of Fisheries and Wildlife), and 4 under the National Park Service. These total approximately 12.6 million acres or an area roughly the combined size of the States of Vermont and New Hampshire. Approximately the same number of acres are currently under various levels of study for inclusion in the National Wilderness Preservation System. The Forest Service controls over twice as many Wildernesses as do the other two agencies combined and with slightly over 94 percent of the total acreage.

It is because of these facts that, in the course of this discussion about historic sites in Wildernesses, I will be primarily examining the Forest Service and its attitudes and responsibilities vis-a-vis wilderness areas, historic sites, and the Wilderness Act of 1964.

The Wilderness Act clearly states that a Wilderness is an area retaining its primeval character and influence, where man and his own works do not dominate the landscape, where man is a visitor and does not remain. A Wilderness is "without permanent improvements or human habitation," and "the imprint of man's work is substantially unnoticeable" (Wilderness Act 1964:Sec. 2-c). "Permanent," here, is a key word. It means, I believe, currently rather than formerly occupied. As an example, a logging camp built in 1880 may have been "permanent" at that time; but because it is now abandoned, it should not be considered a "permanent" improvement.

Nowhere does the 1964 Act, or subsequent Wilderness legislation, specifically mention historic or other archeological sites except to state that a Wilderness "may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value" (Wilderness Act 1964:Sec. 2-c). In other words, a Wilderness

may indeed, by law, contain uninhabited historic period sites of any or every kind, description, and type. In fact, most existing Wildernesses and potential Wildernesses do contain historic sites. Most, if not all, of the Wildernesses have been utilized in some way in the past. Their degree of "wilderness" is relative because some exhibit more of the "imprint of man's work" than others. Generally speaking, however, those areas east of the Rocky Mountains contain a larger number of archeological sites, of substantially greater variety, than do those in and west of the Rocky Mountains.

If archeological sites become a topic of concern in Wilderness discussions, it is usually the historic sites rather than prehistoric sites that create the problem. Historic sites in Wildernesses, or anywhere for that matter, frequently have greater visibility to the casual observer. Historic sites in these areas are more recent and, therefore, have not deteriorated to the extent that many prehistoric sites have. In addition, historic occupation with its roads, railroad right-of-ways, and mines, for example, initially disturbed the local environment to a greater degree than did most prehistoric occupations.

A review of the literature dealing with Wilderness, although voluminous, gives little insight into the presence or absence of historic sites. There is virtually no information regarding the types of sites involved, problems that may exist in regard to them, or their research potential. During the past couple of years, new legislation and agency directives have been frequent, so that literature discussing Wildernesses and problems related to them is quickly outdated. Much of this literature has been generated as part of the activities of the Sierra Club, the Wilderness Society, and similar conservation and preservation oriented organizations. However, the major thrust of these groups is along the lines of nonsite, environmental problems. Archeological sites apparently are not considered to be a critical part of the environment.

I am certain that archeological survey records and historical society files contain information, on a local basis, of some of the sites present in Wildernesses. However, these are far from complete and are generally not published or otherwise readily available.

What types of historic sites is one likely to encounter in a typical Wilderness? This is essentially an unanswerable question because no inventories have been made of these areas, despite the fact that the Federal directive requiring these inventories, Executive Order 11593, is 4 years old. However, based on the histories of these Wildernesses and existing surveys in neighboring regions, we can make a rough guess as to the types of sites we might expect.

In Wilderness, there appear to be three major types of sites, based on the original purpose for their establishment. Each has distinct features, and each may have components which are clustered, widely dispersed, or both. These major types of sites are logging, mining, and grazing.

Logging: Sites include buildings, frequently of logs; roads and bridges; dams; flumes; railroad rights-of-way.

Mining: Sites include buildings; roads and bridges; prospects; mines of various kinds with accompanying structures and machinery; railroad rights-of-way.

Grazing: Sites include buildings; roads and bridges; fences; corrals; stock tanks or ponds.

Of course, there are numerous other sites of a miscellaneous nature potentially present. These include homesteads, trapper's cabins, historic Indian and Eskimo sites, and fire lookout stations.

Historic sites, such as these, are caught up in a larger, more encompassing, debate than one just about the sites themselves. Indeed, sites are infrequently mentioned in this broader discussion. The most common aspects of this debate revolve around whether or not to establish a given area as a Wilderness and what its size will be. This debate is primarily between conservationists and preservationists on one hand and Federal agencies, especially the Forest Service, the Bureau of Fisheries and Wildlife, and the National Park Service, on the other.

The Forest Service attitudes about Wildernesses, and especially historic sites within them, contrast sharply, for example, with that of the Park Service. At issue are varying levels of interpretation, management, and enforcement of the Wilderness Act.

This may be partially due to two factors: (1) the Park Service has a much smaller area with which to contend, and (2) the Park Service has had a long history of involvement with historic sites which results in a broader and more liberal interpretation of the 1964 Wilderness Act.

As an example: The Forest Service has argued against Wilderness status for a large area in southeast Alaska, pointing to existing, but unoccupied, cabins scattered in part of the area as the reason. The Park Service, on the other hand, in the same general area, in a proposed Wilderness in Glacier Bay National Monument, in addition to any existing structures, included patrol cabins, limited facilities for pack stock control, and some trailside shelters in their proposal (Evans 1972:37). These structures are for the purpose of administering the area involved more effectively.

In fact, the presence of historic sites has been used as a mechanism to keep many potential lands out of the Wilderness System. The Forest Service has been effective, and I believe totally unjustified, in substantially reducing the size of areas having potential for inclusion in the Wilderness System because of the presence of one or more historic sites. Oddly enough, prehistoric sites seem not to be used at all for this purpose.

In all fairness to the Forest Service it must be said that, except for its attitude about historic sites, management in Wildernesses is handled reasonably well. This attitude, however, varies in degree depending on the level of management with which one is dealing. In the Forest Service, as elsewhere in the Federal Government, the attitude and response toward historic sites varies from Region to Region and from official to official. Where there is one Forest Supervisor protecting sites--as in the Bridger Wilderness of Wyoming, where the Fremont cabin was protected and even identified with an inconspicuous marker--we have the other version who goes around burning or bulldozing them down.

The concept of the need for "purity" of Wilderness is one in which there is no basis in law but one which many people and the Forest Service have stressed. Fortunately, at the insistence of the Congress, those who push this concept are finding themselves rebuffed. We might well ask, "must Wilderness really be 99.44 percent free of the evidence of man's activities?" There are a

few such areas that meet these high requirements, but most do not. The "purity" argument is often invoked to frustrate fulfillment of the Wilderness legislation despite, as we have seen, the law which clearly provides for inclusion of less than pure wildlands (Brandenburg 1974:45; Barney 1974:102).

One of the basic questions we, as archeologists, need to ask is: Do we need to be concerned about archeological resources in Wildernesses? After all, they are protected more than many sites in nonwilderness areas by several pieces of Federal legislation as well as the Wilderness Act. In addition, they are relatively remote and may be less subject to vandalism.

If Wildernesses were truly wilderness, untrammelled by exploitative industries, Federal agencies, and people generally, then I believe I would answer that question, No! We could leave those sites as a reserve perhaps and let nature take its course.

It is, however, because of the relatively few restrictions placed on the exploitative industries, the unwillingness of some individuals in Federal agencies to live up to the moral and legal obligations they have under the law, and the use of Wilderness by the public, that we, as archeologists and citizens, must be seriously concerned about sites in Wildernesses.

The Wilderness Act and agency regulations provide protection against the indiscriminate use of the Wildernesses by individuals but seems often to have little effect on mining (Sumner 1973:17), logging (Wright 1974; Risser 1973), and other exploitative ventures carried out within them. Individuals are restricted as to where they can hike and to how many can be in a group. They must go by foot or horseback, and they need entry permits. Mining and logging operations presumably have similar restrictions, but these often seem to have little effect. For example, mining claim stakes and bulldozer disturbed, fragile environmental zones can be seen in several Wildernesses (Sumner 1973). Both the 1872 Mining Law and the 1964 Wilderness Act permit Wildernesses to be exploited for mineral resources. In addition, the 1964 Act allows logging, construction of dams and transmission lines, and grazing within Wildernesses. An effort must be made to stop mining and logging operations in Wildernesses. This will require, among other things, changes in the existing Wilderness Act and in the Mining Law of 1872.

In the course of all this traffic, present and potential, in Wildernesses, sites are bound to be damaged and destroyed. It is of little comfort that the activities of these groups, while having the potential to destroy sites, also have the ability to create new sites.

There is continued pressure for the intentional and unintentional creation of new sites within existing Wildernesses. These are in addition to those new sites created by Federal agencies who are administering the Wilderness. For example, a North Carolina company recently suggested using Wildernesses as a dump for nuclear waste because "so few people go there." They would fence off the dump areas involved, of course (The Living Wilderness 1975b:34). As we all know, a nuclear waste site might be with us for awhile. Several generations of future archeologists would have at least those sites to observe!

A total assessment of the problems, their solutions, and the potential of historic sites in Wilderness would be an expensive and time-consuming task. It will become no less so in the future. Before any meaningful and significant steps can be made to understand our cultural remains and treat them wisely as the nonrenewable resources they are, Federal agencies must meet their responsibilities under the law. To do this, three things are required:

- (1) Inventory
- (2) Assessment of resources located--evaluation
- (3) Management plan for those resources.

Inventory

There are currently no complete and few, if any, partial inventories of cultural resources in Wilderness even though this is required by Executive Order 11593 and by the administrative policies of those Federal agencies involved.

There are, needless to say, no sites within Wildernesses listed on the National Register of Historic Places.

Forest Service District Rangers in Utah with whom I have talked said they thought there were sites in their Districts that qualified

for Register status, but had decided to nominate none of them because they believe they would be giving away site locations. They believe this would make the looting of sites easier. This policy was established without benefit of any survey, evaluation, or any type of professional input. Incidentally, specific locations are not entered in the published list of National Register sites.

We have in our Wildernesses potentially valuable, yet undefined, cultural resources; and, while I recognize surveying 12.6 million acres of Wilderness will require substantial expenditures of money and time, it must be done. And, although Wilderness may take lower priority in this regard than other Federally controlled lands, few, if any, of the agencies involved have a plan for inventorying cultural resources at any level of priority. Seeking funding for this work is an initial step not yet undertaken. Naturally, because the Federal agencies have greater problems with sites on those nonwilderness lands where more activity occurs, Wildernesses will be given a very low priority. I am afraid that only massive public pressure, court actions, and the like will create any significant activity toward inventorying cultural resources in Wilderness.

Assessment of Resources

Upon completion of the site inventory, assessment and evaluation of the results should follow.

At this stage, qualifying sites should be nominated to the National Register. Although the belief that the National Register is only for sites of National importance or significance is still held by many individuals, nothing could be further from the truth. Sites may qualify to the Register if they have local, regional, or National significance. This potentially involves hundreds of sites. Here again, we have an excellent example of the lack of communication of facts regarding the many ways we have to protect our cultural resources.

Management Plan

When the inventory stage is completed, and only then, will we be able to proceed to an adequate program for management of cultural resources in Wilderness. Until such a plan is formulated, however, evaluation on a site-by-site basis is necessary as problems

arise. This stop-gap approach prevents one from seeing the crucial interrelated nature of sites and is, therefore, less than desirable. Until these plans are developed, we must urge the Federal agencies involved not to damage or destroy sites without having that total view.

A realistic plan for the management of historic and other sites in Wildernesses is essential. Meaningful decisions about how to treat these sites can only be accomplished through systematic planning. Management of sites in Wilderness may be easier than in other areas because there are fewer construction projects, fewer people, and substantially less use in general.

At this stage, such problems as preservation of sites in Wilderness and whether or not attempts should be made to stabilize sites have to be addressed. Should sites be preserved and stabilized, or should we let nature take its course? What about excavation and other research needs? Should excavations be allowed in Wildernesses? If so, only if the site is to be destroyed or damaged or should excavations be undertaken for strictly research purposes? It is clear that, given the potential for mining, oil and gas drilling, grazing, and other activities in Wilderness, some sites will suffer.

The above are some of the questions that must be addressed as part of the overall management of historic sites and other cultural resources in Wilderness. They cannot be answered realistically until an inventory is completed. When and if these kinds of questions will be answered is an open question. At the very least, if inventories are not forthcoming in the immediate future, we need a policy from the Federal agencies involved to support the nondisturbance of sites.

Inventorying, assessment, and development of a management plan for cultural resources in Wilderness will be time-consuming and expensive, but relatively straight forward. It is, I believe, unrealistic to assume that the three Federal agencies involved will meet their responsibilities under the law within the foreseeable future.

Because of the generally sensitive nature of Wilderness from the standpoint of the public, preservationists and conservationists

watch these areas closely. It may be that sites in Wildernesses will be given more protection than those on ordinary Federal lands because of this interest.

However, we, as archeologists, must continue to urge the Forest Service and the other agencies to protect Wilderness sites from damage or destruction. In terms of the destruction of sites, the danger is greatest to those sites which are the most obvious. These most obvious sites are generally historic sites.

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